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Copy No:

No: 84/2020

Memorandum for Executive Council

SUBJECT

Development Application: Rehabilitation of Field Road and Side Path Road: Selective Widening by cutting into the Hillside, Improving the Field Road/Side Path Junction

Memorandum by the Chief Secretary

ADVICE SOUGHT

1. **Executive Council is asked to consider and advise whether Full Development Permission should be granted, with Conditions, for the Rehabilitation of Field Road and Side Path Road: Selective Widening by cutting into the Hillside, Improving the Field Road/Side Path Junction.**

BACKGROUND & CONSIDERATIONS

2. At the 2 December 2020 meeting, the Land Development Control Authority considered the report on the development application seeking FULL Development Permission for the Rehabilitation of Field Road and Side Path Road with selective widening by cutting into the hillside, improving the Field Road/Side Path junction, replacing and upgrading the road drainage, positioning scree netting on selected areas to retain hillside debris and constructing safety barriers along part of the road, installing a new water main under Field Road and replacing the road base and resurfacing. The Authority raised no concern on the principles of the proposed development in making a recommendation to the Governor-in-Council to Grant Development Permission, subject to conditions as set out in Section D of the report in Annex A, but added a number of additional conditions relating to the storm and surface water details for the construction and to give regard to the junction of the improved Side Path and the Brow and as set out in the Decision Letter in Annex B.
3. In accordance with the directions issued by the Governor-in-Council to the Chief Planning Officer on 17 April 2014 under Section 23(1) of the Land Planning and Development Control (LPDC) Ordinance, 2013, the Chief Planning Officer is required to report on all applications for Development Permission which are capital programme projects
4. A copy of the directions is attached at Annex C for easy reference.

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5. **Section 17 (a)** of the LPDC Ordinance reads: A grant of Development Permission may be for either of the following types:–

- (a) outline development permission, the effect of which is to give approval in principle to the proposed development which is the subject of an application, but not to permit (except to the extent, if any, allowed by conditions attached to the permission) commencement of development to take place; or
- (b) full development permission, the effect of which is to permit the development, subject to the terms and conditions of the grant, of full development permission.

6. RATIONALE BEHIND THE PROPOSAL

- a) The development application site area is a linear highway corridor, Field Road and Side Path, of around 2.8km length and covering an area of approximately 3.0 acres. The development area runs southwards from The Brow (junction of Seales Corner, Napoleon Street and Side Path) to the junction of Side Path and Field Road and then north-east along Field Road to its junction with Haul Road in Rupert's Valley, see Diagram 1 in Annex D.
- b) The entire length of Side Path and south-west section of Field Road are within the Proposed Jamestown Conservation Area and the whole application site is within the Coastal Zone.
- c) With the grant of development permission for all Port Freight operations at Rupert's Wharf, the rehabilitation and upgrade of the strategic transport link between Jamestown and Ruperts is necessary to enable the goods to be transported safely from the port to the commercial destination which is mainly in Jamestown. Much of the transportation of goods will be using heavy goods vehicles and the current road condition is grossly sub-standard to cope with the increase in volume of vehicular traffic along this corridor. In fact both Field Road and Side Path have zero residual life in engineering terms and are no longer economically maintainable. There is also an increasing risk of rapid and progressive failure, particularly of Field Road. Given that they are the key primary routes serving Jamestown, the Airport, the industrial area Rupert's with its critical national infrastructure (Power Station, BFI and wharf facilities), rehabilitation of both Field Road and Side

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Path is of national importance.

- d) The R2 Road Project provides the opportunity to improve road safety, particularly on Field Road. Without this project intervention, in addition to the social and economic risks that would result from rapid, progressive road failure, the road safety risks would soon become untenable.
- e) The objective of the proposed development is to upgrade both Field Road and Side Path by widening them for two lane traffic, improve the Field Road/Side Path junction, improve road safety through better sight line and reducing blind spots and installation of safety barriers along Field Road. The proposal also includes reconstruction of the road pavement with new graded crushed rock road base material, and new slurry seal surfacing, replacing and upgrading road drainage system and ducting of water mains and telecommunication cables within the road.
- f) The Sustainable Economic Development Plan (SEDP) 2018-2028 for St Helena sets out the strategic vision for the Island to 'achieve development which is economically, environmentally and socially sustainable by increasing standards of living and quality of life; not relying on aid payments from the UK in the longer term; whilst affording to maintain the Island's infrastructure; achieve more money coming into St Helena than going out and sustain and improve Helena's natural resources for this generation and the next.'
- g) To achieve this vision, the SEDP sets a goal to improve infrastructure by 'using tax revenue and other funding streams for investments to improve health, education, water, electricity, transport, risk management and other infrastructure'.
- h) The development and investment in the local economy is important to the economic prosperity of the Island and the development of the port facilities to meet international standards is considered an important economic objective for the Island and to optimise its location for international shipment rather than relying on a single freight route currently through MV Helena between Cape Town, St Helena and Ascension. The development of the port facilities falls within the vision of the SEDP and 10-Year Plan and the ongoing programme for encouraging future investment in the infrastructure that will create employment opportunities and development of skills for the local people.

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- i) Development in Ruperts and the critical infrastructure investments outlined in this business case support the goals in the St Helena Government's (SHG) 10 Year Plan (2017-2027) including developing St Helena industry. Further, these activities align closely with the 2018 Sustainable Economic Development Plan which identifies investment in infrastructure as a necessary component of 'development which is economically, environmentally and socially sustainable.' The port at Ruperts is identified as a priority infrastructure investment in St Helena's 2030 Vision and Infrastructure Plan and the Strategic Plan for SHG's Capital Programme.

7. BACKGROUND AND PLANNING HISTORY

- a) Side Path and Field Roads are the primary strategic route from Jamestown into Rupert's Valley and via the Haul Road to the Airport. Napoleon Street and the northern section of Side Path, length of around 2.0km, also provides the primary route out of Jamestown and beyond the junction with Field Road access to the Briars, Alarm Forest, Longwood, Levelwood and the Airport. The road is cut into the hillside with a stone rubble (mortared) retaining wall supporting the lower edge of the road overlooking Jamestown. The initial access path and the route alignment probably dates back to the early settlement on the Island and has over the years been widened to vehicular traffic needs, developed and constructed to its current width. It is a steep, mainly a single lane road with many widenings and passing places. The condition of the road is very poor and in engineering terms has zero residual life and consequently needs regular maintenance.
- b) Field Road is the primary route between Jamestown (Side Path) and Rupert's, and used for access to the Power Station, BFI and Rupert's Wharf, as well as many businesses and dwellings in Rupert's Valley. The opening of the Haul road has created a new road link from Jamestown through to Deadwood, Longwood and the Airport via Rupert's, however this is a much longer and time consuming route from Jamestown as an alternative. Field Road is also cut into the hillside, primarily a steep, single lane road with few passing places and very poor sight lines. Field Road is in a very poor condition due the road pavement having zero residual life, as well as damage caused by heavy vehicles, rock and scree debris, all requiring regular maintenance. It has a combination of a safety rail in very poor condition and

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a low stone rubble (mortared) retaining wall supporting the lower edge of the road overlooking Rupert's valley.

- c) The 2016 SHG commissioned WSP engineering condition report formed the supporting document for the development application seeking outline permission for the rehabilitation works for these road in 2017, Ref: 2017/84. The WSP Report was considered too technical and complex for planning consideration purposes, and a planning application was kept on hold pending resubmission of relevant information in an acceptable format. For reasons unknown, the development application has not been progressed. However, the development and economic activities and operations have continued to grow within Rupert's Valley with the objectives of developing the port related services and facilities in Ruperts and to develop James Bay for tourism and leisure related activities. Now with the grant of development permission, Ref: 2020/41, in August 2020 for the port freight container operation in Lower Ruperts, the need to upgrade this nationally strategic transport route between the port operations in Lower Ruperts and the commercial and civic centre in Jamestown has become necessary, important and a priority, as the road needs to be able accommodate the increase in the vehicular traffic, particularly HGV, along this route and ensure it is also safe for all road users.
- d) There have also been a number of other projects granted development permission in past few years, notably the Rockfall Mitigation project for Rupert's Valley and Jamestown, Ref: 2019/62, that was the precursor to the relocation of the port operation that has been implemented to safeguard future investment, and the Fibre Optic Cable development, Ref: 2019/111, that will be landing on the Island via Rupert's Beach in 2021. There is also now the imminent construction of the Ruperts Sewage Treatment Plant, granted development permission in 2016, Ref; 2016/54.

8. THE PROPOSAL

- a) The development application covers a total area of approximately 3 hectares, from the Brow above Napoleon Street, along Side Path for a length of 1.3km long to the junction with Field Road and then along Field Road for a length of 1.5km to its junction with Haul Road. Field Road currently has an average width of 4.3m and Side Path

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currently has an average width of 4.9m; see Diagram 2 in Annex D. The proposal is to increase the minimum width of both roads to 5.5m to enable two lane traffic movement.

- b) The terrain of both roads is formally classified as 'mountainous'. For Field Road the average gradient is 16.5% and the maximum gradient is 20% and for Side Path the average gradient is 13.5% and the maximum gradient is 16%. Side slopes of both roads are up to the vertical where they have been cut into the hillside, and are typically 45 degrees elsewhere. The proposal is to cut into the hillside and stabilising the bank with retaining wall using gabions with rock reused from the project excavations where possible as is the case at present along these roads. Through this process of cutting back some improvement in the sight can also be achieved. Due to mountainous terrain it is not possible to remove the many bends that create blind spots, however there will be some improvements. These physical constraints are common traits of the roads on the Island and drivers are averse to these conditions and will act as speed control.
- c) Along the length of these two roads there are a number of areas where extensive cut-back into the hillside will be required and due to the physical make-up of the hillside, extensive shoring work will be required to stabilise the bank. This is indicated in the detailed plans for these sections of the road.
- d) The proposed junction alignment of Side Path and Field Road is a crucial aspect of this development proposal. Given the sharp angle of the turn in both directions of traffic (from Jamestown - Side Path into Field Road and from Field Road into Side Path for Jamestown), considerable cut-back into the hillside is required in order to enable the largest of HGVs on Island to be able make the single movement turn, also with two vehicles negotiating the turn in each direction.
- e) The applicant has submitted two options for the junction, with a 10.0m radius turn and a 7.5m radius turn to indicate the potential land take-up in each and the likely impact on the landscape. Ideally a 10.0m radius turn would provide the optimum turning circle for all large vehicles, the physical change in the hillside from the cut-back that would be required would be considerable, however the cut-back into the hillside required for the 7.5m radius turn is also considerable given the nature of the terrain, landscape and environmental impact, but this radius will still leave some difficulty for the larger vehicles to turn in a single

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movement also when two vehicles from the opposite direction approach the junction together.

- f) In order to leave the option open for the applicant to assess the details of this junction alignment, having considered the two options, this can be included as a condition should the Authority and the Governor-in-Council be minded to grant development permission. The important issue for consideration is the potential visual impact on the landscape arising from the cut-back into the hillside. Given the rugged mountainous terrain and landscape, the level of cut-back into the hillside and the potential slope and treatment required for 10.0m radius junction would not be considered to have any greater or lesser visual impact on the landscape for a 7.5m radius junction in this location. Similarly it is unlikely that the level of cut-back into the hillside will have any significant impact on the ecology of the area.
- g) The development application does not include any proposal for the future traffic management along Napoleon Street as a consequence of the potential increase in the vehicular traffic accessing Jamestown and in particular HGVs. Whilst this development will not result in the potential increase in vehicular traffic along this upgraded strategic highway and Napoleon Street, increased vehicular traffic will be due to the development permission granted for the Port Freight Container development in Lower Rupert's Valley, however two projects are mutually inclusive. In the report on the development application considered by the Authority it explicitly made clear that the future transport, traffic management and highway improvement will be subject to future development application where the potential increase in vehicular traffic and improvement to the highways would be proposed and that these issues will be addressed with road improvement application.
- h) There is no doubt that there will be an increase in traffic movement along this strategic highway and within Jamestown in the future with the development of the port facilities in Rupert's Valley and it is likely to cause highway safety issues for all road users. Through the grant of development permission any existing issues or problems should not be exacerbated, but through the development management process and in the assessment of the development proposal, the opportunity should be taken to resolve those issues, concerns and problems. It is therefore considered reasonable and appropriate that there should be a commitment from the applicant to put in place and deliver traffic management proposals to alleviate any potential

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traffic congestion and highway safety issues and concerns.

- i) The projected increase in vehicular traffic along these roads associated with the various development is set out in the table below. Whilst the projected increase in the vehicular traffic along Field Road is significant, traffic along Side Path and into Napoleon Street is small in comparison

Road	Current Traffic Count (Both Ways)	Proposed Traffic Volume (Both Ways)	% Change in Traffic
Field Road	272	654	140.44
Side Path	800	926	15.75 *

**This equates to an increase of 14 vehicles per hour (08.00 – 17.00) in Napoleon Street (an additional vehicle every 4minutes)*

9. ENVIRONMENTAL IMPACT ASSESSMENT REGULATIONS

- a) The applicant submitted an application for Screening Opinion in respect of the proposed development and the proposed development was assessed in accordance with the Environmental Impact Assessment Regulation as set out in the Land Planning and Development Control Ordinance 2013. The conclusion of the Screening Opinion undertaken was that there will be an impact of the proposed development on a number of environmental factors, however, it is not considered to be significant to require a full EIA Report. This was supported by the Chief Environment Officer.
- b) In summary the Screening Opinion concludes that whilst there is some significant adverse impact from the proposed development, particularly during the period of construction and some adverse impact post the construction with the operation of the improved Field Road and Side Path with potential increase in traffic, the overall adverse environmental impact is not considered to be significant to require a full EIA report. In order to address the environmental issues apparent at this stage, the following should be considered and incorporated into the detailed design stage of the project and supporting documents and submitted as part of the full planning application:
 - i. Construction management plan to include management of dust, emissions, noise, waste and

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- traffic;
 - ii. Rockfall mitigation plan;
 - iii. Transport accessibility for the residents of Ruperts during the period of construction to ensure that they are not economically or socially disadvantaged during any planned road closure of Field Road;
 - iv. Potential impact of the increasing volume of traffic, particularly heavy goods vehicles, along Napoleon Street to ensure the safety and wellbeing of all road users. This should include proposals for traffic management and parking control, policing and enforcement within Napoleon Street for periods when there will be a higher level of heavy goods vehicles transporting goods to the shops.
 - v. Assessment of the retaining historic stone wall along Side Path Road.
- c) For reference, prior to the submission of the development application in 2017, Ref: 2017/84, Screening Opinion adopted in 2016 in respect of the road rehabilitation project drew a similar conclusion; that a full EIA Report is not required.
- d) In view of the conclusion reached on the assessment of the proposed development in preparing the Screening Opinion and the Opinion adopted by the Authority in this respect, this is in compliance with the EIA Regulation.
- e) In compliance with the advice, the application has been accompanied with an Environmental Management Plan setting out detailed measures to mitigate against the potential impact of the development, particularly during construction. As construction of Field Road will require a complete closure of the road, alternative arrangements need to be in place to ensure residents in Rupert's Valley are not economically and socially disadvantaged or at risk, particularly in case of emergency. For the duration of the construction works on Side Path, alternative access is available through Market Street and Constitution Hill, though assurance will be required that this route can cope with the volume of traffic particularly around the General Hospital. The applicant is also investigating the opportunity to run a ferry service between Ruperts Valley and Jamestown for the duration of the road closure.

10. PLANNING POLICY

- a) The proposed development is assessed against the LDPC

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Policies set out below:

- Coastal Zone: Policies CZ1
- Roads and Transport Policies: RT.1(a) RT.4 and RT.5
- Built Heritage Policies: BH.1 and BH.5

- b) The Land Development Control Plan policies identified above are the principle policies for the assessment of the proposed development. There is no specific Coastal Zone policy which provides support for the development or upgrade of these roads. However, with the objective of the Primary Policy CZ1 is to retain the natural appearance and ecology of the coastal zone and as these roads are long established in the landscape, the slight widening of the road would have minimal visual impact on the natural landscape of this area. Similarly, the widening would have minimal impact on the local ecology.
- c) The Roads and Transport policies are also relevant in the assessment of this development application and the Primary Policy RT1 supports the construction of new and the upgrading of the roads that are appropriate to Island's development needs. The upgrade of these strategic roads is important and necessary for the future growth and development of the Island and in sustaining its economic, social and environmental welling.
- d) Similarly, assessment against policy RT4 in principle supports the upgrade of the Field Road as there are no existing footpaths that will be adversely affected by the proposal nor do they oppose the development being proposed. There is a footpath accessible on the ridge in Field Road and the proposed rehabilitation works will affect its access.
- e) Policy RT5 requires proposal for roads should be subject to Environmental Impact Assessment and appropriate design standards. The proposal for the development of this road has been assessed against EIA Regulations and the conclusion of the Screening Opinion concluded that a full EIA is not required. Recognising the strategic importance of these roads. The construction of the roads will be of the highest standard in compliance with Highway Authority's own guidance.
- f) Whilst whole of Side Path and small section of Field Road is within the Jamestown Conservation Area there are no other heritage or historic assets along this route as specifically listed buildings or structures. For the section that is within the conservation area, there is a requirement that any

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features of heritage and historic importance are conserved and enhanced within its historic setting. The alignment of the retaining wall along Side Path dates back to when Side Path was first constructed in the late 17th century during the Island's early settlement, however much of the construction of the wall is not original and appears more recent, mid to late 20th century. The hillside edge is much changed as there has been on-going widening of the road over the years to improve vehicular movement. Much of the works against the hillside of the road have been to make safe the access road from rockfall and to halt soil erosion. Therefore assessment of the proposed development against Built environment Policies BH.1 and BH.5 is important.

- g) The road widening and upgrade does not impact the retaining wall and with the proposals to make good and conserve this retaining wall and its historic feature this is considered to be a positive outcome of the development. The widening of the proposal for the upgrade of the existing roads with widening along its route against the hillside with selective cutting and shoring up the land would have minimum visual impact as this landscape has been for ever changing and visual changes arising from further cutting into the hillside will be similar. Where the proposal is to build a retaining wall against the hillside this will be similar to the method of previous construction and will utilise much of the material that is mined. It is considered that in principle the policy objectives are adhered to conserve the historic features and upgrade where the opportunity is provided during the implementation.

11. PUBLIC CONSULTATION

- a) Prior to the submission of the development application, the applicant had engaged with the planning officers in the formulation of the proposal and were advised that they should also undertake constructive engagement with the wider community, local businesses and stakeholders before formalising the proposal and submitting these formally and that detailed supporting documents setting out the case for the development should be provided with the development application. Application was also received for the Planning Authority to adopt an Opinion in accordance with the Environmental Impact Assessment Regulation.
- b) The applicant held a number of consultation meetings to engage with the local residents, business operators and stakeholders to identify issues and concerns that need to be

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addressed, this also included a walk around the area.

- c) Following the submission of the development application, the Planning Service organised a public consultation meeting to provide an opportunity for the local community to seek clarification on the proposed development and to express their views. The meeting was attended by 22 people. The main issues raised are summarised as follows:
- i. upgrade of these roads is a temporary solution for the traffic between Ruperts and Jamestown due to constraints in Napoleon Street and the Government should consider the coast road;
 - ii. alternative route through the valley should be considered to over the gradient issue
 - iii. concern regarding access during construction
 - iv. concern on the volume of traffic through Napoleon Street and the potential of hold-ups

12. REPRESENTATION

- a) Representations were received from the Heritage Society and two members of the public, to the overall proposal, the details and the process and the details of the information included on the development application. There was also a letter of support from Enterprise St Helena. These representations are summarised below:
- i. concern regarding management of heavy goods traffic and control of delivery by businesses and developers through Napoleon Street;
 - ii. applicant to discuss the need of the businesses for the transport of goods from Rupert to their premises;
 - iii. the option for coast road as a solution to the traffic issues between Rupert and Jamestown;
 - iv. poor quality drawings, how the various plans link, no longitudinal sections or elevations of the road proposals, no landmarks to locate places on the roads or key to decipher the colours;
 - v. drawings do not clearly indicate the top of any excavation into the bank and not possible to ascertain the height and length of any cutting and cannot establish the effects of cuttings on the landscape;
 - vi. Side Path and Field Road junction is completely ambiguous and there are two alternative schemes and this is confusing, application should be for one project;
 - vii. insufficient information to assess the application and

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- viii. what there is, is confusing;
Design and Access Statement, when the applicant consulted Heritage Society this scheme was not presented;
- ix. applicant recognises the importance of LDCP policy RT1a, there is no justification presented for the widening of Side Path from an average 4.9m to 5.5m throughout;
- x. traffic figures presented show increased use on certain days, this increase can be accommodated throughout the day between the morning and evening peaks and the increase does not equate to the intensity of use at peak times;
- xi. no justification based on increased traffic or improved flow and no justification is presented to improve safety as no current safety issues were raised;
- xii. proposal will affect the landscape but there is little or no information as to how;
- xiii. Chief Planning Officer has given an opinion that an EIA is not required but has not enabled the Screening Opinion to be viewed by the public and this appears contrary to the current EIA Guidelines agreed by the Governor in Council;
- xiv. question remains over the use of steel barriers and gabions, both are out of character on the Island and walls are more in keeping;
- xv. dumping of spoil proposed at three site in Ruperts and the Haul Road is again an undecided proposal which is not a proper application;
- xvi. consultation process when a project is an application should not include choices, that is for pre-application;
- xvii. Heritage Society objects to the application due to insufficient information.

- b) The representation from Enterprise St Helena is in support of the development and considers the improvement and upgrade of the strategic transport corridor is important for the economic growth and wellbeing of the Island following the relocation of the port freight facilities in Rupert's Valley.

OFFICER RESPONSE

- c) There are number of issues raised in the representations received. Firstly, the appropriateness of the widening and upgrading proposal against any other highway option previously mooted by the Government is not directly related to the proposed development for which permission is being

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sought. However this development does not prejudice the Government from reconsidering the coast road in the future if that is seen as ultimate solution for the transporting of goods between Rupert's Wharf and Jamestown and sufficient funding is available to finance this project. Similarly, any other new road schemes are also not prejudiced by the improvement of Field Road and Side Path. Responses to the other issues raised are set out below:

- i. linear development such as highway networks, it is considered that the level of detail provided on the plans is adequate for the assessment of the proposed works;
- ii. sections of the road where there is significant cut into the hillside and reinstatement works, detailed drawings are provided;
- iii. options for the junction are submitted with 7.5m and 10.0m radius turning to indicate the level of land cutting required for the junction alignment, this provides the opportunity to assess the potential impact on the landscape;
- iv. Screening Opinion in respect of the proposed development was prepared and the Opinion adopted by the Authority has been set out in the report and is considered to meet with the requirements of EIA Regulations;
- v. there are no proposals to remove or alter the retaining wall along Side Path and with the applicant's intention to repair and restore the retaining wall should improve the condition and historic value of the wall;
- vi. retaining wall or other forms of protection to stabilise the hillside will be similar to the construction methods already used and it is considered that these will not be obtrusive in the landscape;
- vii. installation of road safety barriers along Field Road are designed to provide safety for road users;
- viii. applicant has been in discussions with local businesses and other operators of HGVs in respect of potential and perceived constraints in Napoleon Street and how this could be best managed;
- ix. transportation of goods and use of HGVs from Rupert to warehouses and business premises in Jamestown could potentially cause traffic issues in Napoleon Street at the peak operation times if car parking is not controlled and managed effectively, the applicant has been advised to consider traffic management options, including car parking control and enforcement, and this will be a condition should

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development permission is granted.

13. OFFICER ASSESSMENT

- a) The development proposals set out in the application and accompanying documents for the upgrade and improvement of Field Road and Side Path provides sufficient information and level of design details to determine the impact of the proposed development in the local area and on the landscape. During the formulation of the proposals the applicant had been in consultation with the planning officers to agree the information that will be required and the applicant had consulted with the local community, businesses and stakeholders to raise awareness of the development and to seek their views.
- b) The proposed development is supported by a number of Land Development Control Plan policies against which the development has been assessed, in particular the Roads and Transport policy RT1. The improvement and upgrade of Field Road and Side Path are important for the future development needs, economic growth and wellbeing of the Island, as this strategic transport route urgently requires works in order to be able to sustain the future increase in vehicular traffic with the development of the freight port in Lower Rupert's Valley. Whilst the issues raised regarding previous options for transport links between Ruperts and Jamestown, the coast road, or the tunnel, that the Government has considered may still be better and more sustainable, the proposed upgrade and improvement proposed in this development application does not prejudice the delivery of the alternative road link. The current application has to be considered on its merit and it is considered that the details for the upgrade and improvement of these road are acceptable.
- c) Getting the best alignment of the Field Road and Side Path junction is important to enable large vehicles to negotiate the turn safely and preferably in a single movement, is important. Whilst the objective is have the minimum impact on the landscape and to avoid scarring through cutting into the hillside, it is considered that the visual impact on the landscape is no greater with 10.0m radius than it is with 7.5m radius junction. In view of this, detailed design of the junction can also be conditioned to enable the applicant to review all options before finalising the design.

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- d) The applicant was advised to include detailed proposals for traffic management for Jamestown and in particular for Napoleon Street. Due to the restricted width of the road and with parking on both sides, access can at times be difficult. With the increased vehicular movement and in particular larger vehicles using this road for the transport of goods, the existing problem would be exacerbated in the future unless action is taken to manage traffic, including control of parking, along this road from The Brow to Main Street. It is therefore considered appropriate that if the Executive Council be minded to support the development application, then a condition requiring a traffic management plan with a date for its implementation should be included. This was emphasised by the LDCA in its deliberation on the proposed development and in its recommendation. This development application process is an opportunity to ensure that wider improvements and benefits should be achieved as a planning gain. As the condition will relate to works outside of the application redline boundary, then this must be through Section 25 (Development Agreement) of the Land Planning and Development Ordinance 2013.
- e) There will be considerable disruption for traffic across a wider geographical area during construction with the closure of the Field Road and the only alternative route to Rupert's Valley is via Longwood which is well out of the way and increases the journey time considerably. The applicant has considered a ferry service as an option for the residents and workers. During construction, where arrangements for emergency vehicles need to access the road, this will be accommodated. The applicant will be required to undertake a risk assessment for the project implementation with the appointed contractor to ensure that construction is managed effectively. Similarly, the closure of Side Path for construction will require an alternative route via Market Street and Constitution Hill. To ensure that this route is able to manage the increase level of vehicular traffic, traffic management proposals will need to be in place for the length of this route to ensure accessibility.

14. CONSIDERATION BY LAND DEVELOPMENT CONTROL AUTHORITY

- a) This development application was discussed in detail at the meeting on 2nd December. There is support for the proposed development from the Authority subject to the conditions set out in the report. The Authority has also advised that the applicant gives regard to the number of issues to ensure

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enhanced road safety and to address any potential adverse impacts and these are:

- i. the need for traffic management in Jamestown, in particular Napoleon Street, and this should include commitment for policing and enforcement as set out in Condition 5;
- ii. the need for traffic management in Jamestown during construction (closure of Side Path) to ensure safety for all road users as set in Condition 4;
- iii. review the impact of the potential increase in storm and surface water arising from the upgraded road to ensure that the drainage is of sufficient capacity to cope and reduce the potential for flooding arising from blockage;
- iv. improve the junction of Seales Corner at the Brow (Side Path) to ensure safety for vehicles entering and exiting Seales Corner;
- v. consider measures for speed control (rumble strips) along Field Road at sharp bends.

15. CONCLUSION AND RECOMMENDATION

- a) In the assessment of the proposed development, it is considered that the details of the development is in compliance with the LDCP policies and whilst there will be some impact, in particular visual impact on the landscape, there will also be economic and social benefits in the implementation of this project for the Island and its communities. In view of this, it is recommended that development permission should be granted subject to a number conditions.
- b) In view of the process that has been followed to ensure the development proposal is considered in light of all the available information, the LDCA recommends to the Governor-in-Council to Grant Full Development Permission with a number of conditions, as set out Section D of the LDCA report for 2 December 2020 LDCA meeting and additional conditions, attached as Annex B to this Memorandum.

FINANCIAL IMPLICATIONS

16. Executive Council acts as the Planning Authority in this case.

ECONOMIC IMPLICATIONS

17. The rehabilitation and upgrade of this strategic road network are now both urgent and important for the future growth and economic prosperity of the Island. With the investment in the Port Facility at Rupert's Wharf, this strategic link between Ruperts and Jamestown will see increase in vehicular traffic, particularly heavy goods vehicles that will be transporting goods from the port to the shops, the current road condition is

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poor and is described as having zero residual value in engineering terms. There is also an increasing risk of rapid and progressive failure, particularly of Field Road.

18. In the analysis of the business case for the Road Project it concludes that significant improvements to the current road network are needed to facilitate transport of cargo from Ruperts Valley to the residential and commercial centres in Jamestown and Half Tree Hollow as well as the western part of the island. In addition, these improvements will benefit other frequent users of the roads, including Ruperts Valley residents and individuals travelling to the beach in Ruperts.
19. The total estimated cost for this project is £3.6 million implemented by local contractors under local supervision. The total cost includes all labour and materials to complete the recommended improvements along with a 20% factor to account for uncertainty in the indicative costs. In addition, the total cost includes a budget of £175,000 to mitigate impacts to those living and working in Ruperts Valley as a result of the extended road closure.
20. This project would be planned to be completed over 9 months. The benefits assume 10% of project costs (road works and contingency) would be realized as profit to local companies. The R2 + Cargo Handling scenario assumes the costs (approximately £4.8 million) and benefits (£500,000 cost savings per year + 10% of construction costs as profit for local companies) associated with the preferred option for the cargo handling facility approved in July 2020.

CONSISTENCY WITH INVESTMENT POLICY PRINCIPLES

21. The development and delivery of the development is in compliance with the Investment Policy Principles. The implementation of the development will deliver and create training and employment opportunities and has potential for further economic growth on the Island with the tourists and visitors.
22. The following Investment Policy principles apply:-
 1. Make St Helena a desirable and competitive destination to do business by removing barriers to investment
 2. Support an economy which is accessible to all potential investors and promote investments across the economy
 3. Support the locally based private sector to compete in an open economy but, where possible, avoid being overly protective
 4. Promote fair, consistent and transparent decision making.

PUBLIC/SOCIAL IMPACT

23. The investment arising from this development will create training and employment opportunities within the

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construction sector and with opportunities to promote the tourism and leisure industry on the Island, with future development of James Bay for tourism and improve economic activities in the future. The proposed development has the potential to make the Island an attractive destination for leisure that has been hindered and further opportunities for international shipping links.

24. The development will also create a positive impact for the Island in terms of making travel between Jamestown and Rupert more business, leisure and recreational safe and comfortable.

ENVIRONMENTAL IMPACT

25. A Screening Opinion was prepared for the proposed development, and through the screening process some potential adverse environmental impacts were identified. These were: during the construction period, the generation of dust, emissions and waste; impact on the retaining wall and impacts relating to road closures, particularly the closure of Field Road for Ruperts residents, businesses and recreational users. During the operation/ use of the improved Field and Side Path roads, adverse impacts relating to an increase in traffic. However the Screening Opinion concluded that overall the adverse environmental impacts were not considered to be so significant as to require an Environmental Impact Assessment Report.
26. The Development Application was also accompanied by an Environmental Management Plan, as well as a Construction Management Plan which sets out the details on how to mitigate against the potential impacts identified and the approach to manage the implementation works.

PREVIOUS CONSULTATION/ COMMITTEE INPUT

27. Prior to the submission of the development application, the applicant consulted widely with the community, business and stakeholder.
28. The development application was advertised for a period of 14 days to seek comments from the communities and stakeholders on the development proposal. During this consultation the Planning Service held a community consultation meeting to explain the proposed development and seek community views. The meeting was attended by 22 local people and the views expressed are set out in Section 10 of the report
29. Key Stakeholders have responded and their views have been considered by the LDCA.

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30. There were representations received from St Helena National Trust, Heritage Society and two members of the public to consultation and the issues raised have been assessed and responded to in Section 11 of the report.

31. There has also been a representation received from Enterprise St Helena supporting the proposed development.

PUBLIC REACTION 32. This will generate both public and media interest during the project and once the road construction works are completed and the road becomes fully operational.

PUBLICITY 33. ExCo's decision will be mentioned in the ExCo Radio Briefing following the meeting.

34. Press Releases and updates will be issued on the commencement of works, during works, and upon completion of works, if the development is approved.

SUPPORT TO STRATEGIC OBJECTIVES 35. This development supports Strategic Objective 1.1 – 'Ensure effective investment in physical infrastructure'. The rehabilitation and upgrade of the strategic road link between Jamestown and Rupert will provide safe and improved traffic link for the operation of the new freight container handling facilities in Lower Rupert's Valley.

LINK TO SUSTAINABLE ECONOMIC DEVELOPMENT PLAN GOALS 36. Goals 7 and 10 of the SEDP is to improve public infrastructure, to provide an environment that promotes investment and provide investment opportunities for people living on St Helena to buy into, as an alternative to investing abroad. Ensure some of the returns on overseas investment is kept within St Helena.

IMPLEMENTATION OF POLICY LEGISLATION 37. N/A

OPEN/CLOSED AGENDA ITEM 38. Recommended for the Open Agenda.

SO'B

Corporate Support
Corporate Services

4th December 2020

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